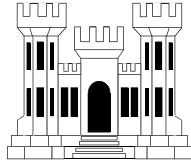


**Final**

**Brooklyn, Illinois  
Waterfront Development Master Plan**  
*"Founded by Chance, Sustained by Courage"*



Prepared for the  
**United States Army Corps of Engineers**  
**St. Louis District**

With the  
**Michael Jones Foundation, Inc.**

On Behalf of the  
**Village of Brooklyn, Illinois**



**February 2002**



ENGINEERS ■ ARCHITECTS ■ PLANNERS

In Association With:

**Environmental Operations, Inc.**

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## **I. BACKGROUND AND INTRODUCTION**

The firm of Horner & Shifrin, Inc., in association with its subconsultant Environmental Operations, Inc., was retained by the United States Army Corps of Engineers to undertake a Waterfront Development Master Plan. The Corps had previously entered into a Planning Assistance to States Agreement with the Michael Jones Foundation, Inc. on behalf of the Village of Brooklyn, Illinois.

Under the Planning Assistance to States Agreement, local governments are assisted in the preparation of comprehensive plans for the development, utilization, and conservation of water and related land resources.

The project area is the Village of Brooklyn, Illinois and represents an area of approximately one square mile. The project area extends north to the St. Clair County line, south to the Brooklyn Village limits, east to the Village limit and west to the Mississippi River. Brooklyn is located immediately north of the City of East St. Louis, Illinois, along Illinois State Highway 3 (Illustration 1). The corporate limits were determined based upon the most recent Sidwell document.

## **II. EXISTING CONDITIONS REPORT**

The Existing Conditions Report contains information on Land Use and Zoning, Housing, Circulation and Traffic/Transit, Natural and Cultural Resources and Area-Wide Initial Site Characterization (ISC). It is expected that this Existing Conditions Report will serve as a catalyst to develop an implementation strategy for improvement of the Brooklyn, Illinois community and its waterfront.

### **A. Land Use and Zoning**

A land use inventory of the project area was undertaken. This inventory was prepared to ascertain existing land uses and land use patterns within the Brooklyn community (Illustration 2). For the purposes of this report

analysis, the project area was divided into five land use subareas (Illustration 3).

Land Use Subarea 1 includes the area south of Canal Street from Illinois State Highway 3 on the west, Eagle Park Road on the east and the railroad right-of-way at its southern terminus.

This area is characterized as residential in nature. The largest residential housing component is a multi-family housing project owned and managed by the St. Clair County Housing Authority. The Thomas and Terry Apartments consist of 31 separate buildings containing 158 housing units. The remainder of the residential area is principally single-family detached residences.

Commercial uses in Subarea 1 includes a bar/convenience store at the intersection of Canal and 7<sup>th</sup> Street, a candy store along Adams Street near 7<sup>th</sup> Street, and an office for the St. Clair County Housing Authority.

The only other uses in Subarea 1 are institutional in nature. This includes the Lovejoy Post Office at 3<sup>rd</sup> Street and Adams and the Morning Star Missionary Church at 512 South 5<sup>th</sup> Street. The civic type center on Monroe Street is a converted apartment and not open to the public.

Land Use Subarea 2 is located centrally within the overall project area. It is principally located between Jefferson Street on the north, Canal Street to the south and between 3<sup>rd</sup> Street on the west and 8<sup>th</sup> Street and Lovejoy School on the east. The only exception to this configuration is the block between 2<sup>nd</sup> Street (Illinois State Highway 3) and 3<sup>rd</sup> Street between Canal and Washington Streets, which is included within this Subarea.

Subarea 2 is a mix of residential and institutional uses. The residential portion is characterized mainly as single-family detached residential housing with low-density development. Institutional uses are interspersed

and include the Mission Baptist Church at the intersection of Canal Street and South 4<sup>th</sup> Street, St. Elizabeth Church on Washington Street and the Lovejoy Temple at the northwest corner of Canal and 6<sup>th</sup> Streets.

The block is bounded by Washington Street, Canal Street, 4<sup>th</sup> Street and South 5<sup>th</sup> Street and is the governmental heart of the community. This area contains City Hall, Police Department, Fire Department, Civic Center and a Senior Citizen Center. The only parcel of commercial in Subarea 2 is a boarded-up business establishment at the northwest corner of Canal Street and 2<sup>nd</sup> Street (Illinois State Highway 3).

Land Use Subarea 3 is a narrow band located between Madison and Jefferson Streets and extends along Illinois State Highway 3 from near Short Street to the north and Washington Street on the south. It also extends to Lovejoy School to the east. This is the principal commercial district for the community.

The commercial uses in this Subarea include the Leonard Bo Prep Pre-School Academy along Short Street, a Chinese restaurant along Madison Street near South 5<sup>th</sup> Street and numerous adult entertainment venues. These adult entertainment business establishments include Roxy's, the Doll House, Platinum Club and Fantasy Land Exotic Dancers, among others.

Subarea 3 also contains several institutional uses. These uses include a community playground at the northeast corner of North 3<sup>rd</sup> Street and Madison Street, Liberty Church at the northeast corner of South 5<sup>th</sup> Street and Jefferson and the Freewill Baptist Church at 7<sup>th</sup> and Jefferson Streets. This subarea also contains several residential structures. Most of the residential is located east of North 5<sup>th</sup> Street with an additional cluster of housing north of Jefferson between North 4<sup>th</sup> and North 5<sup>th</sup> Streets.

Land Use Subarea 4 is located north of Madison Street to the northern extent of the project area, the St. Clair County line. The Subarea also extends west to Illinois State Highway 3 and east to include the Lovejoy School area.

This Subarea is a mix of uses including residential, institutional and limited commercial. The residential usage is low-density residential including both mobile homes and traditional “stick-built” housing. The Lovejoy School and Amelia Cole School are major features within Subarea 4. Other institutional interests include the Tabernacle Missionary Baptist Church and Quinn Chapel Churches on North 5<sup>th</sup> Street and a playground at the northeast corner of Madison Street and North 3<sup>rd</sup> Street.

There are various scattered commercial establishments within the Subarea. All of the commercial businesses within this Subarea are located along Madison street and include a Q-Mart, Lion’s Corner store and Wells Pool Room.

Land Use Subarea 5 is the largest subarea and includes all of the remainder of the project area. With the exception of an industrial storage facility between Illinois State Highway 3 and the Mississippi River and a storage warehouse currently under construction near the railroad and Eagle Park Road, the entire area is vacant.

For the purpose of this report, the Project Area was divided into blocks for analysis. Illustration 4 is a map indicating the number sequencing used.

A detailed block-by-block analysis of land uses within the project area is contained on the following table (Illustration 5). The undeveloped riverfront area is calculated to be approximately 61 acres in size out of a total of 89 acres of riverfront area. The remaining 28 acres is an industrial storage facility.

**Illustration 5.**  
**Land Use Analysis by Block**

**Subarea 1**

| <b>Block Number</b> | <b>% Residential</b> | <b>% Commercial</b> | <b>% Institutional</b> | <b>% Vacant</b> |
|---------------------|----------------------|---------------------|------------------------|-----------------|
| 110                 | 75                   |                     |                        | 25              |
| 111                 | 70                   |                     |                        | 30              |
| 112                 | 90                   | 10                  |                        |                 |
| 114                 | 80                   |                     |                        | 20              |
| 115                 | 80                   | 20                  |                        |                 |
| 116                 | 50                   | 10                  |                        | 40              |
| 113, 117, 118       | 100                  |                     |                        |                 |
| 222                 | 30                   |                     |                        | 70              |
| 223                 | 80                   |                     | 5                      | 15              |
| 224                 | 87                   |                     |                        | 13              |
| 226                 | 30                   |                     |                        | 70              |
| 227                 | 45                   |                     |                        | 55              |

**Subarea 2**

| <b>Block Number</b> | <b>% Residential</b> | <b>% Commercial</b> | <b>% Institutional</b> | <b>% Vacant</b> |
|---------------------|----------------------|---------------------|------------------------|-----------------|
| 103                 | 65                   |                     |                        | 35              |
| 104                 | 70                   |                     |                        | 30              |
| 105                 | 68                   |                     |                        | 32              |
| 106                 | 70                   |                     | 20                     | 10              |
| 107                 | 75                   |                     |                        | 25              |
| 108                 | 95                   |                     |                        | 5               |
| 109                 | 100                  |                     |                        |                 |
| 215                 | 15                   |                     | 15                     | 70              |
| 216                 | 55                   |                     |                        | 45              |
| 218                 | 50                   | 5                   |                        | 45              |
| 219                 | 50                   |                     | 20                     | 30              |
| 220                 | 23                   |                     | 70                     | 7               |

### Subarea 3

| Block Number | % Residential | % Commercial | % Institutional | % Vacant |
|--------------|---------------|--------------|-----------------|----------|
| 101          | 60            |              | 10              | 30       |
| 102          | 36            |              |                 | 64       |
| 203          | 36            | 34           |                 | 30       |
| 209          | 4             | 86           |                 | 10       |
| 210          |               | 35           | 10              | 55       |
| 211          | 35            | 65           |                 |          |
| 212          | 20            | 20           | 10              | 50       |
| 214          | 10            | 90           |                 |          |

### Subarea 4

| Block Number | % Residential | % Commercial | % Institutional | % Vacant |
|--------------|---------------|--------------|-----------------|----------|
| 202          | 27            |              | 34              | 39       |
| 204          | 68            | 4            | 8               | 20       |
| 205          | 52            | 5            | 10              | 33       |
| 206          | 71            | 4            | 4               | 21       |
| 207, 100     | 75            |              |                 | 25       |

The Southwestern Illinois Development Authority (SWIDA) was able to determine in conversations with the Village of Brooklyn that no zoning map exists for the community. However, proposed zoning regulations were compiled by the Southwestern Illinois Building Commission, but were never enacted by the Village Board. A copy of these proposed zoning regulations is contained in Appendix A.

## B. Housing and Population

Housing conditions for the Brooklyn, Illinois Project Area were evaluated through a windshield survey. The housing conditions for the survey were rated as either good (1), fair (2) or poor (3) based upon the following U.S. Housing and Urban Development criteria:

- (1) Good – Basically sound, needs only minor repair.



- (2) Fair – Needs either many minor improvements or a few major ones.
- (3) Poor – Needs major repair to the foundation, walls, roof or other structural members.

Photographs were taken to illustrate examples of each housing condition. This information was then mapped to indicate housing conditions throughout the Village (Illustration 6).

There were a total of 232 housing structures identified within the Brooklyn Project Area. There were also 36 other structures identified which constituted uses other than residential. Of the total number of housing structures surveyed, 81 (35%) of the structures were rated as good, 117 (50%) fair and 34 (15%) poor.

There were a total of 37 blocks identified within the project area, all but one containing some residential housing. In a block-by-block analysis of housing conditions, 12 of the blocks were evaluated as good, 24 fair and 1 poor. By comparison, blocks containing uses other than residential were generally in fair to good condition. The business uses that rated poor in structural quality were generally those “boarded-up” and no longer operating as viable commercial enterprises.

The 2000 Census revealed that there was a total of 346 housing units in Brooklyn. Of these 346 units, 267 were occupied and 79 were vacant. This number has steadily declined over the previous several decades from 545 units in 1970 to 517 units in 1980 and 432 in 1990. It is important to note that the number of housing units is always greater than the number of housing structures. Buildings such as duplexes, single-family attached units and apartments are counted as a single building(s), but contain multiple housing units. The major concentration of these multiple-family housing units is in the Thomas and Terry Apartments owned and operated

by the St. Clair County Housing Authority. This complex is the one under dispute by the Village for the official count of its residents.

By way of comparison, the housing unit count for all of St. Clair County for 2000 was 104,446. This is slightly up from the 103,432 units in 1990. In light of the overall County information, the marked drop in the number of housing units in Brooklyn is even more notable.

As indicated, the housing unit count has steadily decreased in the Village of Brooklyn over the last several decades. As would be expected, the population has experienced a similar trend. Appendix B contains a table prepared by the U.S. Census Bureau. The 2000 Census indicated a total of 676 persons in 1990, 1,233 persons in 1980 and 1,702 in 1970. Clearly, the community has seen a dramatic decrease in its citizen base over the last several decades. Almost 500 persons have left the community during the last ten years.

## Examples of Housing Conditions

### Good



Basically sound, needs only minor repair.

### Fair



Needs either many minor improvements or a few major ones.

### Poor



Needs major repair to the foundation, walls, roof or other structural members.

## **C. Circulation and Traffic/Transit**

### **Circulation and Traffic**

Horner & Shifrin personnel visually inspected each street within the Village limits of Brooklyn and documented its relative condition. The visual inspection of the roads was completed in August and September 2001. Bridges and other drainage structures associated with the road system were not evaluated as part of this assessment.

Illinois State Highway 3 runs along the western edge of Brooklyn and is the main route into the community. Canal Street is a major street, which provides access to Brooklyn from the east. In the Village of Brooklyn, Illinois State Highway 3 is 2<sup>nd</sup> Street.

The criteria developed and used in the 1997 East St. Louis Enterprise Community Infrastructure Plan, were also used to provide a uniform assessment of the streets and roads in this study of Brooklyn. As was done in the East St. Louis study, each street or road was placed in one of three categories:

| <u>Condition</u> | <u>Description</u>   |
|------------------|--|
| Good             | The street/road is serviceable. There is little evidence of potholes, cracking, or other surface problems requiring maintenance. Curbs, gutters and drainage ditches are also in serviceable condition and not in need of immediate maintenance. |
| Fair             | The street/road is in need of maintenance such as clearing of debris and vegetation, crack sealing, repair of potholes and resurfacing of small areas. Curbs, gutters, and drainage  |

ditches may also require a limited amount of maintenance to bring them up to good condition.

Poor            The street/road is in need of major repair and/or rehabilitation. Deficiencies may include extensive potholes, rough surface, surface irregularities such as depressions and broken up pavement. Curbs and gutters are in need of repair/replacement and drainage ditches need clean out to function properly.

Illustration 7 indicates the condition of streets in Brooklyn. For the most part, the streets in the Brooklyn community were in fair or good condition. However, some streets were in poor condition. The streets in the poorest condition include:

|                        |   |
|------------------------|---|
| Madison                | between 2 <sup>nd</sup> and 4 <sup>th</sup> |
| Jefferson              | between 2 <sup>nd</sup> and 3 <sup>rd</sup> |
| Washington             | between 2 <sup>nd</sup> and 3 <sup>rd</sup> |
| 4 <sup>th</sup> Street | between Canal and Monroe                    |
| 7 <sup>th</sup> Street | between Adams and Cornell                   |
| 8 <sup>th</sup> Street | between Jefferson and Canal                 |
| Cornell                | between Eagle Park Road and 6 <sup>th</sup> |

The residential area south of Adams Street predominately consists of multi-family dwellings. The network of streets in this area is not the standard grid pattern found throughout the rest of the Village, the streets are curved and several small parking areas are located adjacent to the roadway. In this section of the Village there is no clear delineation between Village and housing development maintenance. Speed bumps have been installed along Cornell Street and at other locations in this area. The streets in this area are in fair or poor condition.

Most streets in Brooklyn have curb, gutter and sidewalks on both sides of the street. The general condition of the sidewalks in Brooklyn is good, however, several areas require general maintenance such as the removal or trimming of vegetation. At a limited number of locations, sidewalks need to be repaired due to cracking or heaving.

As previously stated, Illinois State Highway 3 is presently 2<sup>nd</sup> Street through the Village of Brooklyn. This portion of highway is scheduled to be relocated as part of an overall improvement project. Approximately \$980 million will be provided during FY 2002-2006 for improvements to State Highways in District 8. Included within this overall funding in FY 2002 is approximately \$5 million for a relocated Illinois State Highway 3 to the I-55 interchange (Tri-Level) and \$40,129,000 for a new bridge, grading, paving, construction and engineering for the 0.90 mile relocation. This roadway and Eagle Park Road are the principal roadways outside the principal area of the community. As reflected in Illustration 7 these roads are in fair to good condition.

This relocation of Illinois State Highway 3 will result in the route being moved from the west side of the community to its east side. This has several traffic, as well as, land use implications for Brooklyn.

From a traffic standpoint, this relocation means that the bulk of traffic now traversing the Village will no longer be at the community's "front door". Rather, the eastern side of the community will now receive the most visual and traffic exposure.

The existing commercial land uses within Brooklyn are minimal and do not generally depend on drive-by traffic for business success. Examples of businesses needing this type of drive-by exposure include service stations and restaurants, among others. The adult business establishments will be minimally affected by this relocation. Such businesses are considered to

be destination-type businesses and do not generally draw from drive-by traffic.

The principal advantage to the Village of Brooklyn from this relocation will be the opportunity to create a new “front-door”. A relocated Illinois State Highway 3 offers a tremendous potential to gain new and enhanced exposure. This new land use opportunity could result in placement of motor-vehicle-oriented-businesses such as service stations, banks and restaurants.

In conjunction with the proposed new Mississippi River Bridge immediately south of Brooklyn, a new sales tax base and community image could be realized. The Village needs to position itself to take full advantage of this upcoming opportunity to help stabilize the community.

### **Transit Service**

Brooklyn is located within the St. Clair County Transit District, which does not operate any transit service to the Brooklyn area. Brooklyn residents do, however, have access to transit service since routes operated by the Madison County Transit District (MCT) pass through Brooklyn.

Currently, residents of Brooklyn have access to bus service between Granite City and St. Louis seven days a week from early morning to late evening. Routes generally run approximately every 30 minutes during peak hours and approximately every 60 minutes during off-peak hours. The weekend bus service is slightly reduced, with busses running approximately every 60 minutes and with service starting later in the morning and ending earlier in the evening. Since the routes that provide transit service to residents of Brooklyn are operated by the Madison County Transit District, the needs of Brooklyn residents may not be fully considered if routes are changed or altered.

In addition to bus service, residents of Brooklyn may be eligible to take advantage of services offered by Ride Finders, the regional rideshare program for the St. Louis Metropolitan Area. Ride Finder services include free personalized match lists of potential carpoolers, guaranteed ride home programs and vanpool programs. The services offered by Ride Finders need to be coordinated between area employers and other users of the program.

#### **D. Natural and Cultural Resources**

Contact was made with the State of Illinois Historic Preservation Agency to ascertain whether Brooklyn, Illinois contains any State listed natural or cultural resources. The Historic Preservation Agency maintains, preserves and interprets artifacts, buildings, documents, and other items related to the State's history.

While the Village itself is the site of the first A.M.E. Church in the Midwest, no other natural or cultural resources of significance were listed by the State of Illinois or on the National Register of Historic Places. However, Brooklyn is a State designated area of the Freedom Trail Legacy of Hope Program.

#### **E. Area-Wide Initial Site Characterization (ISC)**

Research was conducted by Environmental Operations, Inc. to identify site(s) in the Project Area which have the potential for a high level of environmental contamination that may require remediation. The research method included a review of aerial photography, Sanborn maps, other historical land use mapping, engineering data and various other resources.

The properties were ranked from a low to high risk based upon the degree of environmental contamination. It is anticipated that the result of this



research will be used as a basis for determining the need for further on-site environmental investigations. These investigations may lead to further Phase 1 Environmental Assessments.

The information on this area-wide initial site characterization is contained in Appendix C of this report.

### **III. CONCLUSION**

The Village of Brooklyn has experienced substantial population losses over the last several decades. However, the community continues to exhibit signs of stability. The community infrastructure is generally in fair to good condition. The housing stock of Brooklyn is also fair to good with many residents showing a sense of care and concern for their properties.

The job base for the community is practically non-existent. There are no major industries in Brooklyn and the commercial businesses are mostly adult businesses with few opportunities for youth employment. The relocation of Illinois State Highway 3 could provide new employment opportunities and expand the business base for the community.

Previous studies have suggested the possibility of establishing a Brooklyn Port in conjunction with a new Mississippi River Bridge crossing. In the interim, however, a land use and economic development implementation strategy needs to be developed for the community to stabilize its population base before it reaches a critical mass.

Phase I Environmental Assessments need to be undertaken, along with land assemblage opportunities to develop a comprehensive approach for community redevelopment and enhancement.

Appendix D provides a summary of the various conditions described in this report on a parcel basis. This information should be used to prepare a Phase II

development plan which provides alternatives and an implementation strategy. This Phase II report is intended to spur economic development growth within the community.